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9 October 1959

MEMORANDUM FOR: Chief, Collection Staff, OSI

SUBJECT: Comments on OSI Paper on Soviet Intentions  
and Purposes at the Administrative Radio  
Conference, Geneva

REFERENCE: Your Memo dated 1 October 1959, same subject

1. The idea that the US Delegation should be provided a background paper analyzing the motivations and objectives which are guiding Soviet positions at the Administrative Radio Conference has much to commend it. Such a paper also should supply pertinent technical information to aid the Delegation in making on-the-spot evaluations of Soviet maneuvers. In our opinion, however, subject paper falls short of satisfying its objective, and we recommend that certain revisions and deletions be made before further distribution of the draft. These are enumerated in the following paragraphs.

2. The section entitled THE UNIQUE POLITICAL AND GEOGRAPHIC ASPECTS OF THE SOV BLOC (pages 2 and 3) should be deleted. Treatment accorded this subject is inadequate and misleading. This seems to us to be particularly unfortunate since points made in this section are used as arguments later in the paper. We would particularly question the argument that Soviet intentions are so restricted to the Soviet orbit as to warrant the conclusion that, "the USSR has relatively little concern with the international agreements and arrangements that are so important to most of the ITU member countries."

3. We suggest the use of the following paragraphs to replace the last four paragraphs under the heading - I. ADMINISTRATIVE

a. The position of the Soviet civil air system is particularly important at the present time because of the existence of a large fleet of high performance

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transport aircraft which has been taking over a rapidly increasing share of domestic and international schedules. Despite its size (presently over 290 aircraft), this fleet is being steadily expanded. Foremost in operation use has been the TU-114, a fast jet transport manufactured with little regard to efficient operation. An improved version, the TU-104B, now flies the longest routes in the USSR (up to 1,300 nautical miles between stops), at speeds of as much as 450 knots. It also flies international routes to Paris, London, and other Western European capitals. The IL-18 and the An-10, both four engine turbo-prop aircraft, have gone into use in significant numbers during the past six months, generally on shorter hops. The TU-114, capable of flights of up to 5,000 nautical miles, is in an advanced state of testing and may be nearing operational use. In the current seven year plan, civil air plans include the construction and improvement of 90 Soviet airfields to provide capabilities for accommodating modern civil aircraft.

b. In 1958, an estimated 8,000,000 passengers used the services of AEROFLOT. By 1965, according to announced Soviet intentions, some 48,000,000 passengers are expected to be carried. This compares with 49,000,000 passengers carried on all US scheduled airlines in 1958, but is only about one-third as great as the number US airlines may be expected to carry in 1965.

c. The present percentage of AEROFLOT traffic carried on international routes is less than 5 percent. By comparison, US international airlines, in the first six months of 1959, provided 18 percent of total US passenger miles and 30 percent of freight ton miles flown. Expansion of Soviet international routes has reached an impasse owing mainly to the opposition of many countries to Soviet proposals for reciprocal use of their air space for commercial airlines. Greece, Turkey, Iran and Pakistan block expansion into the Middle East and Africa. Japan, in the Far East, has been unwilling to grant AEROFLOT traffic rights into Tokyo without a reciprocal arrangement for Japanese airlines to fly to Moscow. In spite of these present restraints, the Soviets are actively working on a construction and training program which will put AEROFLOT

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into a position to expand long distance operations rapidly  
should signs appear of a rapprochement or a weakening of  
the present Western attitude.

4. Although the section dealing with space exploration  
(pages 6 and 7) lies in the main outside the sphere of our re-  
sponsibility, the defensibility of the two paragraphs on page  
7 we think is open to question. Such arguments would tend to  
place the US Delegation in an embarrassing position, since  
Soviet achievements in the field of rocketry are not likely to  
be discredited in the eyes of other countries by US depreciation  
of them.

5. CIA support personnel have been furnished with useful  
intelligence documentation both prior to their departure and  
subsequently by the use of air pouch and cable. On 24 September  
we sent materials on Soviet civil aviation development which  
should be helpful in correcting the errors in the draft on  
this subject.

6. We appreciate the opportunity to comment on the paper.  
Please call on us if we can be of further assistance.

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Chief, Economic Research Area, NEI

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